

CHAPTER 1: INTRODUCTION TO THE PLAN

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“The wild salmon of Puget Sound can be saved, but only if we muster the political will and wisdom to match the social and technical challenges presented by the salmon’s struggle for survival. I believe we have the opportunity to demonstrate the capacity of a free society to save a resource in a manner that supports both nature and people. . . We not only can, but I believe, we must succeed.”

-- William D. Ruckelshaus, *Salmon Recovery Funding Board Chairman*
Sunday, July 23, 2000, Seattle Post-Intelligencer

Why did we develop this Plan?

The Lake Washington/Cedar/Sammamish Watershed, located in western Washington, comprises 692 square miles and includes two major river systems (Cedar and Sammamish) and three large lakes (Union, Washington, and Sammamish). It also includes the marine nearshore and numerous smaller subbasins that drain directly to Puget Sound from West Point in the City of Seattle northward to Elliott Point in the City of Mukilteo. WRIA 8¹ is located predominantly in western King County, but about 15 percent extends northward into Snohomish County. However, over 53 percent of the marine shoreline is located within Snohomish County. Additional information about the watershed is provided in Chapter 3.

The Lake Washington/Cedar/Sammamish Watershed is home to three populations of Chinook salmon: Cedar River, North Lake Washington, and Issaquah. Each year Chinook salmon spawn and rear in the rivers, streams, and tributaries and use the lakes, rivers, estuary, and nearshore to rear and then migrate to the ocean. Development of the WRIA 8 watershed for human use has dramatically altered the habitat salmon need to survive. Chinook salmon in WRIA 8 are in trouble; they are far less abundant now than they were even in recent decades, and all three populations are at high risk of extinction. In March 1999, the federal government listed Puget Sound Chinook salmon as threatened under the Endangered Species Act (ESA).

Salmon have historically been, and continue to represent, a vital part of the culture, quality of life, and the economy of this region. The salmon’s decline is an indicator of the overall health of the watershed. Condition of fish habitat is linked to the quality of the environment and the benefits human inhabitants reap from it. Concerned about the need to protect and restore habitat for Chinook salmon for future generations, 27 local governments in WRIA 8, including King and Snohomish counties, Seattle, and 24 other cities in those counties, signed an interlocal agreement in 2001 to jointly fund the development of a conservation plan to protect and restore salmon habitat.

The WRIA 8 Steering Committee developed this Plan through a multiple stakeholder planning process. The Steering Committee is composed of city and county elected leaders, concerned citizens, scientists, and representatives from business and community groups, water and sewer districts, and state and federal agencies. The WRIA 8 Steering Committee *Proposed Chinook Salmon Conservation Plan* is the result of this collaborative effort. It is a science-based plan containing recommendations for actions to restore and protect salmon habitat, and an approach for implementing these actions over the next ten years. The Plan was developed using the mission and goal statements adopted by the Steering Committee in 1999. The mission and goals, and a description of the overall planning process and stakeholder committees, are provided later in this chapter.

¹The watershed is also referred to as Water Resource Inventory Area (WRIA) 8.

The decline of Chinook and other salmon in the watershed has generally been attributed to four factors: habitat, hydropower, harvest, and hatcheries (Washington State Joint Natural Resources Cabinet, 1999). This Plan focuses on conservation of salmon habitat, because local WRIA 8 partners have responsibility for the habitat-based aspects of Chinook survival. Local governments and other WRIA 8 partners can make the most impact on habitat where salmon spawn, rear, and migrate, particularly through implementation of local protection and restoration projects, land use policies, and public involvement opportunities. In this watershed, dams were built for water supply rather than hydropower and therefore are being addressed by local governments. Ocean conditions, which can have significant impact on salmon spawner abundance, are outside the influence of WRIA 8 partners. The state and the tribes, who are the legal co-managers of the fisheries resource, are addressing harvest and hatchery management in WRIA 8. The Puget Sound Shared Strategy² will integrate harvest and hatchery recommendations with habitat recommendations.

It should be noted that bull trout have also been listed in WRIA 8 as threatened under the ESA. Bull trout use some of the lower watershed for migration, overwintering, and foraging. Although much less is known about bull trout's habitat needs, it is hypothesized that proposed improvements to Chinook habitat (especially in the Lake Washington, Ship Canal, and Puget Sound Nearshore subareas) will also benefit bull trout. The bull trout in the upper Cedar River watershed, i.e., in Chester Morse Lake, are included in the City of Seattle's Habitat Conservation Plan.

Now it is up to all of us who live and work in WRIA 8 whether to lose Chinook salmon forever or alter our habits and learn to better co-exist with them. Saving salmon and their habitat will not be an easy task, considering WRIA 8 is the most highly urbanized and populated watershed in the state. However, regional collaboration to protect our environment is not new to this watershed. Some 40 years ago, the previous generation created a legacy for us by cleaning up Lake Washington, before the Clean Water Act, the U.S. Environmental Protection Agency, and the state Department of Ecology ever existed. It is our turn to decide what we will leave to future generations – stories and pictures of Chinook salmon, or the opportunity to watch them return every year to spawn. Our challenge is to figure out how to maintain both our quality of life and the survival of these creatures that are so closely associated with life in the Pacific Northwest. This challenge is also an opportunity to prove that humans and wild salmon populations can continue to thrive together, even in urbanized watersheds like WRIA 8. It will require that transportation and development projects needed to support human populations in the future occur in a way that minimizes impacts to salmon habitat, through low impact development practices and many other innovative actions proposed in this Plan.

How will we all benefit from implementation of the Plan?

There are many types of benefits that can arise from implementation of the Plan, from supporting Chinook salmon recovery to cleaner water for public health to possible legal assurances from the regulating agencies.

The Steering Committee mission and goal statements lay out expectations for Plan goals and benefits (please refer to goals statements on page 9). During the development of the public

² The Puget Sound Shared Strategy is collaboration among several levels of government, including federal agencies responsible for administering the Endangered Species Act, the state, and the tribes, as well as other stakeholders. Shared Strategy intends to develop a recovery plan at the Puget Sound scale that incorporates the WRIA 8 plan, similar efforts from groups in other watersheds, and plans for harvest and hatchery management from the co-managers of the fisheries resource (i.e., the tribes and the state).

review draft, the WRIA 8 Steering Committee had further discussions on the benefits they would like to see for salmon, the public, and implementing entities. Foremost among these are:

- Healthy salmon populations and habitat
- Ecosystem health, including species diversity, maintenance of native species, and water quality
- Legacy for future generations, including commercial, tribal, and sport fishing and quality of life, which includes cultural heritage
- Legal assurances from federal and state governments to local governments in exchange for commitments to implement the Plan.

The WRIA 8 Steering Committee listed a second tier of benefits as well:

- Preserving options and opportunities for the future
- Change in culture, behavior, and thinking – a paradigm shift
- Funding and assistance from federal and state agencies, co-managers of the fisheries resource, the private sector, and non-profit organizations
- Cleaner, colder water that also benefits public health
- Common priorities for action and resources among WRIA 8 partners
- Assurances from federal and state governments that implementation could meet various federal and state laws and requirements beyond the ESA such as the Clean Water Act, the Growth Management Act, and National Pollution Discharge Elimination System permits
- Regional cooperation and success on a challenging issue.

Steering Committee members recognize that implementation of the Plan offers other benefits as well:

- Support of local growth management plans
- Public ownership of the problem/Holding participants and others accountable
- Efficient use of resources and investments
- Certainty and predictability for jurisdictions, private sector, and the public
- Streamlining of state and federal permitting processes (WRIA 8 partners would need to work with permitting agencies for this to occur)
- Distributed responsibility for taking action and expending resources
- Shared science upon which actions are based
- Support of improved public safety through protection and restoration of the floodplain.

Timeframe for the Plan

The Plan incorporates an adaptive management approach that calls for course corrections based on new information and monitoring of proposed actions, considering both biological and institutional performance. Chapter 2 describes the Steering Committee recommendations for an implementation timeline. The overall proposal is for a ten-year horizon for Plan implementation. This does not mean that all Plan implementation activities will be geared to a ten-year window. For example, Plan progress will be reported annually, and steps in assessing effectiveness of actions will most likely be taken within a cycle that repeats approximately every three years. Ten years is viewed as the timeframe over which the initial Plan priorities are most likely to be useful as guides for habitat actions, with year ten anticipated to be when serious consideration is given to shifting priorities based on monitoring results and new knowledge. It is important to note that the time horizon for fully achieving recovery of Chinook populations will likely take much longer.

How was the Plan developed?

Watershed planning to promote a number of objectives, including salmon habitat conservation, has been under way in WRIA 8 during the last decade. In early 1999, shortly before the Chinook ESA listing, government and community partners undertook a concentrated campaign to obtain public input on potential salmon conservation efforts in the watershed. Several themes emerged from the public input that included the following: a variety of education and involvement tools are needed to promote stewardship; habitat protection and conservation should be the highest priority, with habitat restoration efforts next; existing environmental regulations should be effectively enforced. These themes were incorporated into the WRIA 8 Steering Committee mission and goals (see page 9).

WRIA 8 Science and Planning

As mentioned earlier, 27 local governments in WRIA 8 signed an interlocal agreement to jointly fund the current planning effort to conserve salmon habitat in the watershed. The interjurisdictional, multi-stakeholder planning process incorporates science into actions in four phases. The first phase was the technical analysis of the factors of salmon habitat decline that was published in the *Salmon and Steelhead Habitat Limiting Factors Report for the Cedar-Sammamish Basin* (Kerwin 2001). The second phase was development and publication of the *Lake Washington/Cedar/ Sammamish (WRIA 8) Watershed Near-Term Action Agenda for Salmon Habitat Conservation*, which provided immediate guidance and a menu of voluntary actions that could be implemented while the Chinook Plan was being developed. A number of these projects and program recommendations have already been implemented or are now under way. The third phase continued the technical analysis that is laid out in Chapter 3. This scientific and technical assessment has resulted in the conservation strategy described in Chapter 4. (More explanation is provided later in this chapter.)

This document represents the final work product of the interlocal agreement signed in early 2001. There have been earlier iterations. The first was the December 31, 2003 *Draft Plan Framework and Preliminary Actions List* and the second was the June 30th *Work Product for the WRIA 8 Chinook Salmon Conservation Plan*. The November 12, 2004 draft Plan was circulated widely for public review. Input from the public review process was considered by the Steering Committee to develop this proposed Plan.

WRIA 8 Committees and Participants

As noted earlier, the WRIA 8 Steering Committee is responsible for the development of the Chinook Plan and they have actively provided guidance and direction through the various phases and work products. Their regularly scheduled meetings are open to the public and offer opportunities for public comment. The Steering Committee set the scope and direction of the Plan, which received significant input and work through an inclusive, interjurisdictional, multi-stakeholder, bottoms-up process to propose actions and an implementation structure.

There have been many working committees involved in all the phases and in developing draft Plan work products. The interjurisdictional, multi-stakeholder Technical Committee consists of science professionals who developed the science foundation and conservation strategy described in Chapters 3 and 4. The Synthesis Committee was composed of members of all the working committees and helped develop the scope, schedule, and criteria for the draft Plan.

The interjurisdictional Adaptive Management Work Group proposed options for an implementation framework that includes monitoring and measures, a collaborative organizational structure, funding strategies, and expectations for commitments and assurances.

The Staff Committee consists of staff representatives from the local governments that are cost-sharing the planning process. Staff Committee members keep their respective jurisdictions apprised of progress and issues related to the planning progress. In addition, some committee members participate on the various working committees according to their expertise and interest.

Experts on site-specific projects and on land use were convened by subarea to ensure maximum participation and knowledge of issues and opportunities. The site-specific habitat restoration and protection projects were identified and prioritized by local sub-area experts and members of the Technical Committee, including staff representing 60 percent of the local jurisdictions (engineers, basin stewards, park planners, etc.), scientists, citizens from ten different interest groups, and representatives from five regional, state, and federal agencies. The land use actions were developed by the Land Use Subcommittee, consisting of local government and consultant planners representing more than 60 percent of participating jurisdictions, along with citizens and business representatives. The Land Use Subcommittee developed policy and programmatic recommendations for the land use actions, particularly considering the urban and urbanizing nature of the watershed. They identified potential tools to avoid and mitigate impacts of future development and redevelopment on salmon habitat, including regulations and enforcement, incentives for developers and landowners, stormwater management, and management of public lands and rights-of-way.

The interjurisdictional Public Outreach Committee consists of public outreach and stewardship staff from several of the participating jurisdictions as well as interested citizens. This committee is responsible for both developing the public outreach recommendations for the Plan and for promoting public involvement in the Plan's review and implementation.

For all three types of actions, recommendations were based on the Chinook conservation strategy (see Chapter 4) and drew from the committees as well as the *Near-Term Action Agenda*, and existing science-based basin and protection programs, such as Bear Creek and Issaquah Waterways, and Cedar River Legacy. Individual jurisdictions and stakeholder groups volunteered their staff and professional resources to these various groups. (For more information on how actions were developed, see Chapter 5 and Appendix D. For a full list of participants on all the committees, see the Acknowledgements.)

The Service Provider Team consists of employees of the King County Department of Natural Resources and Parks who are cost-shared by the 27 local jurisdictions that signed the interlocal agreement. The team was hired to coordinate the WRIA-based planning process and work with all the committees to develop and produce the Plan.

The WRIA 8 Forum consists of elected officials representing each of the 27 local governments that signed the interlocal agreement to jointly fund salmon conservation planning in the Lake Washington/Cedar/Sammamish Watershed.

Steering Committee Proposed Plan: Contents and Recommendations

This Plan contains recommendations for actions to restore and protect salmon habitat based on a scientific framework, and a proposed approach for implementing these actions over the next ten years. The Steering Committee has approved submittal of this plan to the Forum after seeking review and input from the public and local governments on its content and recommendations. After the public review process ended on December 17th, the Steering Committee incorporated the feedback received into this Steering Committee Proposed Plan,

which is now being reviewed by the WRIA 8 Forum. The Forum has 90 days to approve or remand the Plan, and to recommend how ratification of the Plan by local jurisdictions will take place. Upon ratification, the Forum will formally submit the Plan to the federal and state regulatory agencies, probably through Puget Sound Shared Strategy to become part of the regional recovery plan for the Puget Sound Chinook Evolutionarily Significant Unit.

Chapters 3 and 4 provide the **scientific foundation for the Plan**. These chapters were developed by the WRIA 8 Technical Committee. **Chapter 3** describes current habitat conditions that affect Chinook salmon and the three analytical tools used to create the conservation strategy for Chinook habitat protection and restoration. Those tools were a Viable Salmonid Population (VSP) framework based on NOAA Fisheries guidance, a Watershed Evaluation, and an Ecosystem Diagnosis and Treatment (EDT) model adapted to WRIA 8. NOAA Fisheries is applying the VSP concepts to salmon recovery efforts throughout the West Coast, while the watershed evaluation was developed by the Technical Committee for application in WRIA 8. The watershed evaluation resulted in designation of WRIA 8 subbasins into Tiers 1, Tier 2, or Tier 3 subareas based upon watershed condition and Chinook use. The EDT river habitat model has been used by other watershed groups and the state, and it was customized by the Technical Committee to include the lakes, Ship Canal, and Locks. Customization of the EDT model for WRIA 8 involved more than 90 technical experts representing 45 local, state, and federal agencies and stakeholders. **Chapter 4** lays out the conservation strategy, which includes a series of hypotheses about how rehabilitation of the three Chinook populations can be achieved through landscape-level and in-stream conservation actions. Also included is an analysis of potential WRIA 8 habitat and hatchery scenarios risks caused by hatchery operations as well as options for ranges and targets for habitat conditions and Chinook populations in WRIA 8³. Additional technical analyses are located in Appendix C.

Chapters 5, 9, and 10 describe **recommendations for prioritized actions** intended to prevent further decline of Chinook habitat and restore habitat that is now degraded. The action recommendations were developed for all the geographic subareas used by each of the three Chinook populations: areas used for spawning and rearing, as well as the migratory and rearing corridors they use to travel to and from the ocean (Lake Washington, Lake Sammamish, Sammamish River, Lake Union, Ship Canal, Locks, and Near shore). There are three main types of action recommendations: 1) land use actions that could be adopted by jurisdictions on a voluntary basis, such as incentives, regulatory options, and best management practices, 2) site-specific habitat and restoration projects, and 3) public outreach and involvement opportunities. The actions were developed through a collaborative process that involved extensive participation of local stakeholders, jurisdiction staff, environmental and business representatives, project experts, and the WRIA 8 Technical Committee, as described earlier in this chapter.

This process identified approximately 1,200 actions for Chinook salmon. These are referred to as “comprehensive lists” and are provided in **Chapters 10-13**. The comprehensive lists provide action recommendations for Tier 1 and Tier 2 subareas and relative priorities between these actions. **Chapter 9** describes the action “start-list”; it is the result of efforts to compile the land use recommendations, site-specific habitat protection and restoration projects, and public

³ The NOAA Fisheries Puget Sound Technical Recovery Team is charged with developing criteria for delisting Chinook salmon at the Puget Sound Evolutionarily Significant Unit (ESU) level. They and the co-managers have identified biological goals, referred to as ‘ranges and targets’, for most Chinook populations in the Puget Sound ESU. Immediately prior to the publication of this Plan in February 2005, the Washington Department of Fish and Wildlife (WDFW) provided recovery planning targets for WRIA 8. See Chapter 4 for additional information.

outreach and education opportunities into a single strategy list that focuses watershed priorities yet also provides a manageable number of actions (170). To generate the start-list, the Service Provider Team applied criteria approved by the Steering Committee to the comprehensive lists (see Appendix D for the criteria). Preliminary “ballpark” cost estimates were developed for the start-list actions to provide planning level information (see Chapter 9 and Appendix D).

As noted above, the conservation strategy provides guidance for the type and location of habitat actions. This guidance was used to prioritize actions at a more detailed level by the working committees, who evaluated and/or prioritized identified actions using the following additional criteria approved by the Steering Committee:

- Extent to which the action furthers the conservation strategy (benefits to Chinook)
- Feasibility/implement ability (technical, community and local support).

Chapter 14 lists action recommendations for Tier 3 subareas. **Chapter 15** describes actions identified by the public through the winter 2004 public review process. The Steering Committee directed that these actions be analyzed and considered for incorporation into the comprehensive and/or start-list in the future through the adaptive management process.

Chapters 2, 6, 7, and 8 describe a **proposed framework for implementing the Plan**. The chapters describe Steering Committee guidance for implementing the Plan through an adaptive management approach. **Chapter 2** explains what this means and also describes the recommendations for **organizing Plan implementation**. Included are key functions necessary to support the adaptive management approach as well as recommendations for the Plan implementation timeline. **Chapter 6** proposes a **monitoring framework** that recommends measures to track actions and evaluate results in order to determine progress. **Chapter 7** considers **options for three possible levels of funding** to implement the Plan. **Chapter 8** begins the discussion of **commitments** in the context of benefits possible from implementing the Plan. The extent to which jurisdictional partners and others are willing and able to commit to implement these actions needs further discussion. The WRIA 8 Forum is being asked to provide direction with respect to these and other questions.

Next Steps for the Plan

The Steering Committee has provided significant guidance in the development of these work products. For the plan to come alive, decisions will soon be needed by participating jurisdictions on the following issues: continuing intergovernmental collaboration and decision-making, setting priorities for watershed funding, securing long-term funding sources, monitoring progress to assure money is spent on actions that truly make a difference, and negotiating assurances from the federal and state governments.

Other Ongoing Work Needed for the Plan

While many of the uncertainties related to the Plan will be addressed through the adaptive management framework, additional technical work is currently in progress to address a number of immediate concerns. These are briefly described below.

Genetics Study

The WRIA 8 Technical Committee has initiated a genetics study with Washington Department of Fish and Wildlife (WDFW) to analyze juvenile samples taken from the three assumed populations in WRIA 8, samples from hatcheries known to contribute to adult returns (e.g., University of Washington, Issaquah, Grover’s Creek), as well as archived scale and tissue

samples from adult spawners. It is expected that this study will help address a number of uncertainties surrounding current genetic differences that exist among wild and hatchery Chinook stocks in WRIA 8. However, it is likely that there will be continued questions regarding the interactions of hatchery and wild Chinook. The WRIA 8 Technical Committee and participating scientists will review the genetics study and share the information with the NOAA Fisheries Puget Sound Technical Recovery Team and others for consideration in identifying independent populations within WRIA 8. If necessary, the Technical Committee will then adapt the conservation strategy in light of this new information.

Relative Effectiveness of Proposed Actions

Additional scientific analysis will be needed before there is certainty that these specific actions will be sufficient to rehabilitate the habitat conditions necessary to support viable harvestable salmon populations. The Treatment phase of the Ecosystem Diagnosis and Treatment model will be carried out in 2005 to help answer the following types of questions:

- What is the relative impact of different habitat protection and restoration actions over a given time period on Chinook and/or coho?
- How do actions in different geographic areas impact salmon performance?
- How far will a proposed set of actions go toward the habitat and/or population viability goals of this plan?

In addition to supporting decision-making about Plan implementation, the Treatment results will also be used as hypotheses that can be tested and evaluated over time as part of the WRIA 8 adaptive management program.

The Future for WRIA 8 Chinook Salmon

With this Plan, the WRIA 8 Steering Committee -- with the help of governments, businesses, developers, shoreline landowners, gardeners, and citizens -- hopes to lead the region towards a legacy of healthy, harvestable salmon and improved water quality for future generations. In the next 12 months, many decisions about the recommendations in this Plan need to be made. Which recommendations in the Plan will be implemented, by whom, and with what funding? How we build our communities, the land and resources we choose to protect, and the shoreline we can restore all influence salmon habitat. The choice is up to the residents, businesses, and governments in WRIA 8. Will we lose Chinook salmon forever or alter our habits and learn to better co-exist with them?

WRIA 8 STEERING COMMITTEE

Mission

To develop a watershed conservation plan that will recommend actions to conserve and recover Chinook salmon and other anadromous fish. The focus of this phase shall be to preserve, protect and restore habitat with the intent to recover listed species, including sustainable, genetically diverse, harvestable populations of naturally spawning Chinook salmon.

Goals

The plan shall:

- Be supported by the best available science.
- Set a combination of biological goals (based on the productive capacity of the watershed and its subareas) and habitat performance goals (focused on the habitat processes, functions and structures that support the biological goals).
- Protect Chinook salmon and, if applicable, other listed species sufficiently to be incorporated into rules issued by the federal government to implement the Endangered Species Act.
- Be written to withstand court challenge while providing appropriate certainty and flexibility for major economic and governmental activities in the watershed.
- Recognize tribal desires for the protection and meaningful exercise of their treaty rights.
- Support commercial and sport harvest of those fish from the Lake Washington basin whose populations are not depressed and whose harvest will not adversely impact depressed salmon runs. Wild Chinook from the Lake Washington basin should not be subject to directed harvest until they are delisted.
- Be coordinated with local and regional responses to the Clean Water Act and other pertinent environmental laws.

National Marine Fisheries Service (NOAA Fisheries) Requirements

The plan must:

- Identify the factors of decline for targeted species in the watershed.
- Protect targeted species through all relevant life stages.
- Protect the genetic diversity of these species within and across watersheds by providing a geographically dispersed, connected network of high-quality habitats.
- Protect and foster the natural processes that create and sustain habitat characteristics favorable to salmon.
- Provide for certainty of implementation through binding agreements that identify explicit objectives, responsibilities and timelines and have adequate funding and legal authority.
- Establish quantifiable criteria and standards by which progress toward objectives will be measured.
- Establish a comprehensive monitoring and reporting program, including methods to measure whether objectives are being met.
- Employ adaptive management, using the scientific method to test the results of actions taken so that management and related policy can be changed promptly and appropriately.
- Encourage the coordination of federal, state, tribal, local, corporate and nongovernmental activities and projects designed to recover salmon and their habitats.

**STEERING COMMITTEE
MISSION AND GOALS, CONTINUED**

Ecological Approach (in Addition to NOAA Fisheries Requirements)

The plan shall:

- Focus on habitat as the factor in salmon conservation over which local parties have primary legal authority and responsibility. This shall not keep the Steering Committee from encouraging appropriate reforms in harvest and hatchery practices, the management of non-native species, and other activities outside of its direct control, which may be necessary for the successful conservation of salmon.
- Protect the best existing habitat as its highest initial priority.
- Do no further harm"--it shall prevent actions that could reasonably be expected to damage salmon habitat or foreclose important restoration options.
- Recognize that hydrology is the most important factor in the ecological processes that create and sustain aquatic habitat.
- Support directing the very large majority of future population growth to already urbanized areas (based on evidence that new development has greater negative effects on the hydrology and ecological health of streams in rural areas than in urban areas).
- Recognize that near shore areas along Puget Sound provide distinct and important salmon habitat in the watershed.

Political Approach

The plan shall:

- Provide regular and multiple opportunities during its development for two-way dialog with the general public and key affected constituencies, recognizing that the plan cannot succeed without their overall understanding and support.
- Recognize that long-term salmon conservation requires that the public understands and appreciates how everyday actions affect salmon.
- Emphasize education and public involvement, including the widespread use of volunteers in work that protects and restores habitat.
- Take maximum advantage of other past and current planning efforts that may be useful in developing the best possible plan.
- Recognize that local governments are one of the most important implementing entities for the plan, particularly because of their responsibilities for land use and because they are likely to play important roles in funding the plan's implementation.
- Create incentives for behavior that would support the goals of the plan (such as redevelopment in urbanized areas).
- Be coordinated with growth management planning, including the development of comprehensive plans and countywide planning policies, because of the large overlap of issues and data collection between the two.
- Strive to distribute the overall burdens for plan implementation as equitably as possible over the entire geographic area of the watershed.
- Prioritize actions to provide the greatest benefits to salmon recovery at the least overall cost. However, some actions in heavily populated areas provide unique opportunities for public education and involvement and may qualify as priorities based on those criteria. Experimental actions may also risk some costs for potentially significant benefits.

PLAN SCHEDULE APPROVED BY STEERING COMMITTEE 4/28/04

MILESTONE	Completion Date
“Preliminary draft Chinook plan” with integrated list of Tier 1 Actions (site-specific sorted by short and long term); integration/tradeoffs analysis prototype, and implementation framework.	June 30
Steering Committee work session – review Tier 1 actions, prioritization framework, and integration/tradeoff analysis	July 28
Complete actions list for remaining Chinook subareas: <i>Site-specific: Tier 2, prioritized.</i> <i>Land use: specific for Tier 2 and basin-wide for Tier 3.</i> <i>Public outreach: Specific for Tiers 2 and 3.</i> As site-specific action meetings for Tier 2 take place, could ask stakeholders to bring forward any Bull trout, Coho and Kokanee actions they are aware of. These would not be prioritized in the Chinook plan, but would be listed in an appendix for future refinement. Complete supporting analyses (cost estimates, integration/tradeoff analyses)	July 1 – Sept 15 (September 1-15 Technical Committee review of actions list) (same list of resource assumptions)
Steering Committee work sessions - <ul style="list-style-type: none"> • Review/approve actions lists and new analyses; review TRT input. • Finalize implementation (adaptive management) framework 	September 22 and October 6
Forum update on June 30 preliminary draft	October 21
Team prepares public review draft , professional publication (5 wks) Includes final implementation framework developed by Adaptive Management Work Group	October 7 - November 11
Steering Committee submits draft recommended Chinook plan for public review, informal Forum review	November 12
Public review and Informal Forum review: 5 weeks total <ul style="list-style-type: none"> • Public review: 4 open houses • Informal Forum review: 8 presentations to city, county councils, Suburban Cities Association 	November 11 - December 17
Team compiles public comments and prepares draft responses for Steering Committee review (2 wks). Mail out January 6, 05	Dec. 17 - January 6, ‘05
Steering Committee work sessions – review/provide guidance on public comments	January 12 and 19, 05
Team makes final revisions , professional publication (5 wks)	February 24, 05
Steering Committee submits final recommended Chinook plan to Forum (90 day clock starts)	February 25, ‘05
Forum approves or remands	May 26, ‘05
Shared Strategy completes final “rollup” of regional recovery plan	June ‘05
Plan implementation. Run T in EDT? Complete actions for other species?	2005 and beyond

References

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